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HALFWAY HOUSES
IN
COLORADO

(A three-month study focusing on the
administrative characteristics of
halfway houses in the State of Colorado)

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ABSTRACT: It is estimated that halfway houses in the criminal justice system cost less per client and are more rehabilitative than institutional incarceration. But sheer massiveness of halfway house usage is not necessarily a benefit since poorly managed programs often lead to mistakes which could affect the overall rehabilitative goal. This report presents the results of a three-month study of the development and operation of the administrative policies being applied throughout halfway houses in the correctional spectrum in the State of Colorado. Detailed reports of Colorado's existing halfway houses showing their current trends and problems regarding staff supervision and involvement, adequate funding and costs, and the need for constant program evaluation are only some of the topics treated. The appendices include: 1) the charts and graphs used to evaluate the detailed reports, 2) the guidelines for staff criteria, and 3) a reproduction of the survey form which was used to collect data for this study. The reader will also find a current list of the 1978 Community Corrections Programs in Colorado.

This is intended to be a practical and informative field guide for planning and managing an effective halfway house program for adult and juvenile offenders.

I. INTRODUCTION

A. Description

The term halfway house refers to any relatively small facility, either residential or non-residential, usually located in or close by a city or town.[1] These facilities, with capacities from two or three to over fifty, provide services and treatment ranging from simple shelter to intensive therapeutic care. They focus on a number of social problems, one of which is the ex-offender's difficult transition from prison to the community.

The phrase "halfway house" itself literally stands for halfway between the community and the institution, and this transitional program, whose objective is to provide residential and program services for only that period of time sufficient to facilitate the reintegration of the ex-offender into the community, may serve persons released from institutions, as well as those received directly from the court. The following lists the current uses of community-based residential treatment facilities within the criminal justice system:

1. The mandatory release of parolees who are in need of a transitional center.

2. Probationers who are referred under two circumstances: First, the court may consider the individual too much of a risk to simply place him on probation to be supervised by an already overworked parole officer. And second, an individual may have been placed on probation already, but may be experiencing adjustment problems in the community and be running the risk of revocation.

3. Prereleasees who receive the benefit of community-based treatment and supervision prior to the mandatory release or parole time. This period

usually ranges from 30 to 120 days, although some jurisdictions allow for prerelease status up to six months.

4. Individuals who are sent for study and diagnostic services. These services act as a formalized method of assisting the court to arrive at a final disposition, especially when the pre-sentence investigation cannot provide enough information about special problematic areas facing the offender.

5. Juveniles who are neglected or delinquent.

6. Target populations with special difficulties, such as drug abuse, alcoholism, crimes related to mental retardation and psychiatric problems.

7. Individuals from lower socio-economic groups, who have been released on recognizance bail prior to final disposition and have no established home to go to.

8. Individuals who are diverted from the criminal justice system to ease the burden on police departments, courts, prosecutors, probation and parole officers, and jails, as well as penal institutions.

In halfway houses the residents, inmates, wards or clients (as they will be referred to in this report) participate in the daily life of the open community by working, going to school, and generally participating in other community services. They arrive through programs designed to meet their needs. With parolees, the length of stay is predetermined by the Parole Board; with prereleasees, it is predetermined by the sending institutions; and for other residents, it is determined by individual adjustment to the program.[2]

Halfway houses are widely varied in physical plant, staff and programs. They also tend to derive from a variety of sources. They may be a part of the criminal justice system supported by tax funds, or they can be privately

funded, administered and operated. Senate Bill 587, passed in July, 1977, provides for the establishment of community-based facilities by "a unit of local government, the (corrections) department, a private nonprofit agency or organization, or any corporating association, or labor organization." The development of halfway houses has been diversified because of the varying needs for different target populations in the community - and when they began, there were no guidelines to follow.[3]

Recognizing a need for standardization under the criminal justice system, John M. McCartt and Thomas J. Mangogna, project directors of the International Halfway House Association, prepared the "Guidelines and Standards for Halfway Houses and Community Treatment Centers", published in May, 1973. Recently, the Ohio Adult Parole Authority further tried to unify the programs under the Department of Corrections by setting down specifications for halfway houses, but, as in the rest of community-based corrections, halfway house programs tend to follow the personality of the administrator.[4]

Essentially, however, community correctional centers, i.e., halfway houses, have the following basic characteristics:

1. They are oriented to rehabilitation as opposed to prisons which function largely to provide institutional or maintenance care for inmates.

2. They provide a variety of services generally focusing on integrating the individual into the community. These services may include personal counseling, recreational services, education and training, loaning of funds, crisis intervention, assistance in finding housing, and residential care.

3. They are located in the community and ideally provide the same kind of living arrangements in which the individual will live permanently once he or she is free of the system.[5]

Full acceptance of halfway houses whether as a means of release from prisons or as a diversionary tactic, depends upon the demonstrated effectiveness of the program.

B. History

The precise origins for halfway houses are not known. In the eighteenth and early nineteenth centuries, 90 percent of all criminals hanged were under twenty-one years of age, and a large number of these were children under ten.[6] In time concern for the neglected delinquent child led to the development of different types of shelter care. Early concepts first appeared in 1788 when the Philanthropic Society of London, appalled by the number of children who made their living by begging and stealing, organized three small cottages for such youthful offenders.[7] And around 1850 Dr. Bernardo, one of the English pioneers in starting halfway houses, opened 112 homes for wayward children.[8]

This concern for the neglected, institutionalized and brutalized child eventually led to concern for the adult ex-offender. In 1854 Sir Walter Crofton initiated the "Irish System" which provided a graduated transition for offenders from maximum security confinement to supervision in the community.[9] This program was the forerunner of parole involving work release.

In the United States, Massachusetts, New York and Pennsylvania pioneered in the halfway house field. Although in the early 1820's a Massachusetts commission urged the establishment of government-supported residential centers, the main thrust for the movement came from religious and private volunteer groups - St. Vincent de Paul Society, Salvation Army, Volunteers of America and the Quakers.[10] The difficulties confronting men (and women) released directly from prison were even then recognized largely as the result of the social stigma of imprisonment and the related difficulty of finding employment.

In 1845 a group of Quakers in New York City, despite public indifference

and hostility, opened the Isaac T. Hopper Home, which has managed to survive today as the Isaac T. Hopper Home for Women.[11] Another pioneering effort established in Philadelphia in 1889, called the "House of Industry", continues to receive parolees from Pennsylvania prisons.[12]

In 1896 Hope Hall was established by charity in New York City against opposition by the American Prison Association that "proliferation of such places would create a permanent class of undesirable citizens."[13] By appealing directly to Theodore Roosevelt for help, Maud Booth and her husband opened a halfway house in the Washington Heights section of Manhattan, and two years later moved to Long Island. Hope Hall was described as comfortably furnished, boasting a piano, phonograph and a well-stocked library.

In 1903 Hope Hall opened in Chicago, and eventually additional halfway houses under the auspices of the Volunteers of America were to be found in San Francisco; New Orleans; Fort Dodge, Iowa; Columbus, Ohio; Waco, Texas; and Hampton, Virginia. Some Hope Halls lasted for only a short time; others functioned for many years. Ultimately, they all ceased operation.[14]

During the 1920's a few halfway houses were known to exist briefly in Boston. In 1932, in Pittsburgh, a mission-type home known as "The Parting of the Ways" came into existence to provide shelter for ex-offenders. However, it was not until the 1950's when Dismis House in St. Louis, Missouri (founded by Father Charles Dismis Clark who died in 1963), St. Leonard's House in Chicago, and 308 West Residence in Wilmington, Delaware, appeared, does the national halfway house movement actually begin.[15]

In 1959 the Norman House in London (often called the prototype of the halfway house movement) was established as a small family home for twelve recidivists. The core of the program was set to provide a sustained effort

to fulfill the lost needs of the residents to counter their inadequacies and to deliver to them genuine affection and concern.[16]

Highlands in the State of New Jersey began using this concept in 1960. Selected youthful offenders were admitted to the Highlands Project prior to incarceration as a condition of probation, and only those who failed in the program were returned to the court for sentencing to an institution. Thus, Highlands became the prototype for a number of residential programs aimed at the management and control of young offenders in the community.[17] Later, the Minnesota State Training School at Red Wing became the most advanced large, community-based facility.[18]

A more recent program exemplifies the many possibilities of halfway house projects. In 1970 John Maher started the Delancy Street Foundation in the heart of San Francisco's richest residential area, with $1,000 he borrowed from loan sharks. In less than four years he parlayed Delancy Street into a million dollar foundation and a "front-page cause célèbre" by building an interracial community of over 300 former addicts and ex-offenders living drug-free, non-violent, law-abiding, and productively-employed lives. Maher put his people to work by organizing a chain of businesses that grossed $1.5 million in 1974: a roofing company, an auto repair shop, a construction and plumbing business, a moving company, an advertising specialties sales force, a florist shop and terrarium business, and a swank restaurant and bar in the city's most fashionable shopping area.[19] Also, the Delancy Street Foundation became accredited as a high school, and runs a vocational college to train real estate brokers, computer technicians, and secretaries.[20]

To house and employ Delancy's residents, Maher has purchased three choice pieces of real estate and has leased six buildings - most in ultra-

respectable neighborhoods.

The United States has many such programs, based on a variety of legal foundations. The common denominator of all these is that small groups of released prisoners or potential institutional wards are accommodated in residences from which they go to work or school, always under supervision and counseling.[21] Information from fifty states and the District of Columbia indicated that in February, 1971, there were twenty-eight departments of correction with 4,143 adult clients participating in community treatment programs.[22] The rapid growth of these facilities continues. Since this repor deals with halfway houses in Colorado, further development regarding this state will be presented in section I, subsection D, entitled "Colorado's Background."

C. Legal Development

The American Correctional Association, the primary professional organization in the field of corrections, first met in Cincinnati, Ohio, as the National Congress on Penitentiary and Reformation Discipline. This association continued to hold annual meetings to discuss the problems in the prison system, and until the mid-1960's citizen participation in the correctional field included what is now known as community-based corrections.[23] In fact, the Proceedings used a section entitled "Citizen Participation" exclusively until 1966 (when the Ninety-Sixth Annual Congress of Corrections was held in Baltimore.) Two years before, in 1963, a small group of staff people and others involved in operating halfway houses for ex-offenders met in Chicago and organized the International Halfway House Association[24] (hereafter referred to as IHHA) to meet the needs of alternative prison reform through citizen participation.

To keep up with the trends in the organizational development of community-based corrections, the President's Commission on Law Enforcement and Administration of Justice was established in 1965 to find ways of improving the criminal justice system in the United States. The Law Enforcement and Administration Act of 1965 provided the means for experiments with measures that might replace imprisonment. The Joint Commission for Correctional Manpower and Training, also on the basis of an Act of 1965, studied the problems of personnel in correctional programs and was instrumental in persuading the federal government to provide several hundred millions of dollars in numerous programs.[25] Simultaneously, the Federal Prisoner Rehabilitative Act of 1965 made possible governmental support to community-based corrections and provided governmental participation to work release

programs, halfway houses, and other related endeavors.[26]

The President's Commission (after two year's study) put out a massive report in 1967 which provided many useful recommendations for the changes needed to improve the system. One of the results was the Criminal Sentencing Act of 1967 which enabled the wardens of state correctional institutions to transfer inmates to work release programs. This Act also developed a system wherein inmate paychecks are used to cover the costs of room, board, and other specified expenditures.[27] At the same time, the Proceedings of the Ninety-Seventh Annual Congress of Corrections, held in Miami Beach, changed the section entitled "Citizen Participation" to "Community Services and Citizen Participation", which included the area of community services, halfway houses, community mental health centers, volunteers, and vocational placement.[28] By 1968, a major section of the Proceedings of the Ninety-Eighth Annual Congress of Corrections, held in San Francisco, was entitled "Community-Based Treatment", covering the community treatment center concept, halfway houses, community-based treatment facilities, volunteer agencies and work release.[29]

In the spring of the same year (1968) the IHHA was accepted as an affiliate of the American Correctional Association, with its principal aim to provide a forum for exchange of information, and to set standards which would improve operations of halfway houses and contribute to program development.[30] This latter objective was not attained until May, 1973, when the "Guidelines and Standards for Halfway Houses and Community Treatment Centers" was published by the U.S. Department of Justice (referred to on page three of section I, subsection A, entitled "Description").

Although citizen participation in the correctional effort had been

traditional, a change was occurring because of the tendency towards inclusion in public programs supported by tax funds. By 1969, in the Proceedings of the Ninety-Ninth Annual Congress of Corrections, held in Minneapolis, the section on citizen participation had disappeared, and a section entitled "Community-Based Treatment" was prominent.[31]

Correctional agencies in this country grew in a slow, haphazard way. Each new reform was generally a reaction to harsh conditions existing in previous reforms. With each new reform came additional agencies and separate programs. The result was the development, not of a comprehensive community-based correctional system, but of a variety of separate programs and agencies that deal with offenders.[32] But the community-based corrections system has become an integral and official part of American corrections, for they are considered to provide a more humane and economical way of dealing with people - substituting community integration or reintegration of the offender for the questionable hypothesis that people can be taught to live in society by being removed from it.[33]

The development of this integral part of the criminal justice system as described above is the legal process through which halfway houses for ex-offenders officially emerged. The first edition of the IHHA Directory, published in mimeographed form in 1966, had approximately forty halfway houses listed for the United States and Canada. The 1971-72 edition listed over 250 halfway houses and community-based centers (including facilities for ex-offenders, alcoholics, drug addicts, juveniles, probationers, parolees, and the mentally ill.) The 1974 Directory listed about 1,300 programs[34], and according to the latest IHHA Directory, there are over 1,700 halfhouse members in the United States alone.[35] However, because

those listed include the members only, the Directory doesn't encompass the many facilities that are operating as non-members.

D. Colorado's Background

Colorado's historical background regarding the development of halfway houses began with the passing of the Criminal Sentencing Act of 1967 (Section 16-17-101 to 103, C.R.S. 1973), regarding work release programs. In 1969, the Bails Hall Work Release Center emerged as a state program from a work release program at the Colorado State Penitentiary and Camp George West to its present facility on York Street in Denver.

In 1972, the Adult Forensic Service, under the auspices of the Pikes Peak Family Counseling and Mental Health Center, was created as a private concern in Colorado Springs to provide a three-phase program: a residential component, an outpatient component, and a psychological evaluation component. During the same year, Empathy House in Boulder began serving adult offenders on a private residential and nonresidential basis, providing the customary job placement, counseling, and drug and alcohol treatment.

Meanwhile, based on the proposals contained in the "Criminal Justice System Study for Boulder County, Colorado", prepared by Helmuth, Obata and Kassabaum of San Francisco, California (hereafter called the HOK Report), a committee was appointed by the county commissioners to study the implementation of architectural, procedural, and administrative improvements through the design of a multi-purpose criminal justice building.[36] In April, 1973, some of the programs recommended in the HOK report were effected, and continue to this day. Since then, the Boulder County Commissioners have been encouraging a systems approach which defines all community corrections as a wide range of coordinated correctional services at a local level.[37]

Southwest Denver Community Mental Health Services, Inc., established

its pilot correctional residential facility in May of 1973, as an outgrowth of the Drug Free Treatment Program at Southwest, which was a contracted project for federal prisoners who were narcotic addicts or users.[38] Stepping Stones in Denver also began in 1973, and continues to contract primarily with the Federal Bureau of Prisons as a transitional facility, offering job placement and counseling.[39]

In December, 1973, the Colorado State Division of Correctional Services established a joint state-county work release facility in Grand Junction to supplement the County Work Release Program in existence since 1971. And in November of 1974, the present Grand Junction residential center was opened as the Work/Educational Program.

In 1974, Our House in Pueblo began its private program, with services emphasizing alcohol and drug treatment, job placement, and counseling.

Proposals of the Colorado legislature finally came into play in June of 1974 when the General Assembly enacted Section 27-27-101 through 110, C.R.S., 1973 (1974 Supp.), known as the first community corrections act (hereafter referred to as Senate Bill 55),[40] which allowed for a variety of mental health, addiction-related, and other rehabilitative programs. This legislation allowed the Executive Director of the Department of Institutions to assume greater authority in the development of community-based correctional programs and facilities. Along with two other pieces of legislation approved the same year (Senate Bill 11 and Senate Bill 12), this act provided greater flexibility in the movement of offenders sentenced to the Department of Institutions on the basis of identified treatment needs.[41]

Senate Bill 55 also enabled the contracting for services of existing programs. Limited funding of $67,542 was appropriated to the Division of

Correctional Services, and in turn, the Division contracted with three nonprofit mental health agencies. Monies were drawn from the general fund during the fiscal year 1974-75, through Senate Bill 55 to establish these three experimental community residential programs with services for offenders to be used as a transitional step between incarceration and parole. These programs are described below:

1. The Adult Forensic Services of Colorado Springs was initially funded through a 1972 action grant from the Law Enforcement Assistance Administration. The program provided a wide range of services interfacing with many different aspects of the criminal justice system, and is said to be three-pronged: first, it provides outreach services for those confined at the county jail and in state prisons; second, it has outpatient services for correctional clients residing in the community; and third, it offers residential services for offenders requiring more intensive treatment, supervision, and structure.[42]

2. The residential program at Southwest, named the Walden Community Treatment Center in August of 1974, was one arm of the Drug and Corrections program at the mental health center. Although it began as a program for federal correctional clients with drug problems, it soon expanded to include state and local referrals with or without drug problems. Under Senate Bill 55 the state's contract with Adult Forensic enabled the purchase of both residential and outpatient services, while the state corrections money was used for only the residential aspect of the program.[43]

3. The Weld Mental Health Center in Greeley is an alcoholism halfway house, which started in 1971 and expanded in 1974 through federal grant money. It continues to serve offenders and non-offenders alike with emphasis

on alcohol treatment. Although this residential program has provided specialized group therapy for offenders in cooperation with the local parole agent for many years, it has not attempted to develop a community correctional program as a separate entity; therefore, this facility was not included in this study of halfway houses for ex-offenders.

Emerson House was established May 1, 1975, with private funds and originally was located in a small three-story house near downtown Denver. In June, 1976, the program moved to its present location in the 175-room Olin Hotel in Denver's Capitol Hill area, expanding its program to include a detention unit for Federal Juvenile Delinquency Act referrals and an adult halfway house component for referrals from the Federal Bureau of Prisons, the Colorado Department of Corrections, the Colorado district courts and Federal Probation. The adult rehabilitation unit emphasizes job placements.[44]

In October, 1975, the State Council on Criminal Justice funded a community corrections program in Larimer County based on another local systems approach plan (Boulder County was first). And that fall Larimer County created the first community corrections board in Colorado. Although Senate Bill 55 mandated the establishment of community corrections boards, only Larimer County established one under this legislation.[45] By January, 1976, the Larimer County Corrections Project established a comprehensive non-residential program for the reintegration of adult offenders by providing 1) a sentencing alternative to institutionalization, 2) a program for reintegration of parolees, and 3) evaluation, counseling, education, and recreation for inmates in the Larimer County Jail.[46]

In November, 1975, the Division of Correctional Services established

the Fort Logan Community Corrections Center, the Division's third state operated residential community corrections program.[47] This center also is the only state-operated coeducational facility.

In May, 1976, Section 27-27-101 through 112, C.R.S., 1973 (1976 Supp.), the Community Corrections Facilities Act (hereafter referred to as Senate Bill 4) was enacted to replace Senate Bill 55. This new community corrections act emphasized 1) diversion of offenders from incarceration, and 2) reintegration of offenders after incarceration. The Senate Bill 4 appropriation of $301,500 for community-based corrections to be used for diversion purposes was divided between the Division of Correctional Services and the Judicial Department. The additional $203,904 appropriation received by the Division under the Long Appropriations Bill was used for reintegration services.[48]

Under Senate Bill 4, the Department of Corrections is authorized to establish programs and facilities as an alternative or as a supplement to state institutions, and although the use of jails for community corrections is not prohibited, it is not encouraged. Also, Senate Bill 4 requires offenders to be charged on the ability to pay basis for the program's reasonable costs and to enter into contracts to pay restitution.[49] (See Appendix for cost breakdown of present Senate Bill 4 facilities.)

Besides contracting with already established facilities, the Department of Corrections under Senate Bill 4 caused three new programs to be opened in early 1977 for the purpose of serving as sentencing alternatives to the courts. They are as follows:

1. Loft House in Adams County is a coeducational residential facility emphasizing job placement and supervision. This community corrections center

is operated by a private, nonprofit corporation under contract with the county commissioners.

2. Williams Street Center, which recently burned down, is presently operating two temporary facilities in the Capitol Hill area of Denver - one housing the male clients on Gaylord Street and one for the female clients on East Fourteenth Street. Plans are underway to reconstruct another coeducational program.

3. Hilltop House is the Southwest Community Corrections residential facility located on the outskirts of downtown Durango. This rural program serves the entire Sixth Judicial District, which includes San Juan, La Plata, and Archuleta counties.[50]

In February of 1977, the Denver Community Corrections facility located on the grounds of the Denver County Jail received a grant from the Economic Development Administration for $90,000 to renovate an existing building to house a community corrections project. The first phase of the program stresses job placement assistance and counseling while offenders live on the grounds of the Denver County Jail. After completion of this phase, the offender is placed in a less structured residential program located within the city - Emerson House, Walden Community Treatment Center, Williams Street Center and Stepping Stones.[51]

In April, 1977, the Boulder County Commissioners and Criminal Justice Advisory Committee initiated the Boulder County Community Corrections Department. This department supervises five programs which provide: 1) a non-residential, therapeutic alternative to incarceration; 2) a diversionary program for first time felony offenders; 3) a community-services diversionary program for misdemeanants; 4) a residential alternative to incarceration

program through contracts with Empathy House (see page 13); and 5) a pretrial release program.[52]

In July, 1977, two new residential community corrections programs in El Paso and Jefferson counties were granted match funds by the Judicial Department and LEAA through the State Council on Criminal Justice.[53] The Jefferson County Community Responsibility Center in Lakewood opened in January, 1978, as a coeducational facility; and the El Paso County ComCor Center in Colorado Springs has not yet become operational.

Also in July, 1977, the General Assembly enacted Section 17-27-101 through 112, C.R.S. 1973 (1977 Supp.) which created a separate Department of Corrections (hereafter referred to as Senate Bill 587). Senate Bill 4 was repealed and reenacted with only minor revisions in Senate Bill 587.

Presently (1978), the Center for Creative Living is being contracted by the State Offices for Parole and Community Services as a halfway house facility, emphasizing treatment for psycho-social adjustment and in particular, services for drug and alcohol abuse problems.

Currently, there are nineteen community corrections programs (sixteen of which are halfway houses) located in Denver, Boulder, Adams, Pueblo, Jefferson, Larimer, El Paso, Mesa, and LaPlata counties (see map in Appendix). Each of these nine counties has established a local community corrections board composed of criminal justice, human service agency, and citizen representatives (see references to citizen participation under section I subsection C entitled "Legal Development"), to set policy for and administer and coordinate the programs within their respective areas.

Of the nineteen community corrections programs herein described, seventeen are residential and two are nonresidential (Boulder County Com-

munity Corrections and Larimer County Community Corrections). Though three of the programs are state operated, eight are county operated, and eight are private, non-governmental agency programs,[54] all of the agencies are under the criminal justice system.

II. HYPOTHESIS

A quiet revolution of moving people out of institutions and back into the communities is taking place in programs and services for adult offenders and juvenile delinquents. Institutions, once seen as the only solution for coping with problem people, are increasingly being discredited by many responsible professionals and politicians.[55] No longer is it believed that prisons rehabilitate criminals or that juvenile delinquents can become normal adults if isolated from the very society they are expected to later function within as adults. In addition, institutions are expensive to construct, to operate and to maintain.

The alternative to the large, oppressive, isolated institutions is to move the offender or the juvenile delinquent back to the community where the individual learns to personally cope with his or her problems and thus, in this natural setting, makes the adjustment necessary to his or her ultimate release. Community services in this area are vastly underdeveloped. This study concentrates on one region - halfway houses.

Halfway houses are representative of the family and community situations to which the offender plans to return. The very basic characteristics of halfway houses stress developing the capabilities of clients to function independently and effectively in the community. Therefore, all staff members and people involved in community corrections encompassing halfway houses must focus on and be able to deal with rehabilitating problem people in a natural environment.

There are many advantages to the setting of halfway houses: First, they are located in the neighborhoods and communities where the clients live and to which they often return. Second, the total situation of work-

ing and maintaining a family-like residence places a great deal of responsibility on the individual to work out solutions to problems, instead of being controlled in a protective institution. Third, halfway houses are generally small-scale efforts involving anywhere from a few individuals up to 30 or 60 at most.[56] A fourth advantage is that because halfway houses are generally located in community settings, they have the benefits of community services, such as schools, jobs, local social services, health programs, drug and alcohol group care, community centers, various religious activities, etc.

In lieu of these many advantages, the main thrust for a workable program within the criminal justice system lies within the administrative crew itself. The emphasis of these programs is not so much on highly trained professionals and sophisticated professional approaches as on the ability to assist the client to resolve his or her problems. Consequently, many of the staff people employed in halfway houses are ex-offenders themselves.

This study attempts to provide useful information, guidelines and ideas for evaluating staff members of halfway houses, and for defining the necessary funding needed to operate and maintain adequate employee services in community-based corrections - originally provided for in Colorado under Senate Bill 55.

III. PURPOSE OF STUDY

It is the purpose of this study to examine what happened after the establishment of halfway houses in Colorado, and to describe what has been learned as a result of them from an administrative viewpoint. This report will describe 1) the existing halfway house programs; 2) the interface of the Department of Corrections with these programs; 3) the administrative staff; and, 4) the results of the evaluation. Essentially, research is concerned with basic issues of human behavior and the impact of institutions on human behavior. This evaluation focuses on particular programs, projects or undertakings and asks highly specific questions about the effects and impacts of a program, such as, how does a program function, is it doing what it is supposed to be doing, is the staff adequate, and what is the cost.[58]

The evaluation should prove to serve at least five purposes for halfway houses in the community:[59]

1. It should provide some measure of credibility for the program in the community and neighborhood where it is located.

2. It should provide information to the funding source regarding the extent to which the program is meeting its objectives and goals, and thus provide a basis for increased funding or special activities.

3. It should provide management with an indication of program and staff strengths and weaknesses.

4. It should provide a link between staff performance and resident successes or failures.

5. It should suggest alternative courses of action and/or identify necessary program modifications.

In other words, the purposes of this study are to identify halfway

houses in the State of Colorado providing services to ex-offenders in the criminal justice system; to describe those services currently offered by these halfway houses; to identify unmet administrative needs and gaps in the service network; and to recommend possible ideas to combat the identified administrative problems.

While the general purpose is to identify administrative needs, this study also addresses the programs available to meet those needs. In order to prepare the overall view, a cumulative history of halfway houses, in particular, a background of halfway houses in Colorado is presented, and, furthermore, a brief summarization of the criminal justice system was organized in section V, subsection A, and herewith preceedes the evaluative data.

Although the primary priority of the study was to determine administrative needs in the area of staff management and funding, other needs and services were researched as well, such as sufficient facilities, physical location, clientele make-up, counseling services, education, employment and vocational training, drug and alcohol treatment, legal services, etc.

While in halfway houses, clients are occupied with the problems of adjusting to the free world, i.e., avoiding drugs, getting and holding a decent job, and establishing effective interpersonal relations. These are the problems to which counseling services address themselves. To qualify for parole, residents must have demonstrated their ability to hold a job or remain in a training or education program; they must have demonstrated their ability to readjust to the community, their family, and friends; they must have been able to appropriately use community resources; and they must have resolved drug or alcohol problems. Halfway houses function

to help clients achieve these goals on a relatively short-term basis and at the same time provide the kind of reinforcement that tries to enhance their chances of maintaining constructive behavior.[60]

To my knowledge this study is unique, as no analysis was encountered that focused on the same questions directed to the administration of half-way houses, or that was as comprehensive in that particular specialization of community-based community services. I did find individuals conducting a number of local, general research projects - a "Comprehensive Community Plan" prepared February, 1978, which sets the standards for the state operation of all community corrections, including jails, being prepared by the Colorado Criminal Justice Department; a survey now underway on the services for Chicanos of alcohol and drug treatment agencies, i.e., availability of detoxification centers, being conducted by MACADA (Mexican-American Commission on Alcohol and Drug Abuse); and a "Needs Analysis" regarding client services in the Denver area prepared on November 21, 1977, by Dr. Carolie J. Coates and Virginia M. Fischer for the Denver Manpower Administration.

IV. METHODOLOGY

This study utilizes the written survey and telephone interview format. All nineteen directors of halfway houses under the criminal justice system in Colorado were contacted by mail (see Appendix Q) for the purpose of gathering complete and accurate information about the services offered by their facilities for ex-offenders and the roles of the administration in providing these services. More than half of the directors responded, and each of these programs is reviewed in section V subsection B, entitled "Review of Programs." Due to the realities of time and money, the remaining directors had to be disregarded in my overall evaluation. However, this sampling is representative of the whole, therefore, this procedure was determined to be the most appropriate course of action.

A sampling of other governmental agencies was contacted (see Appendix R). Obviously, I was unable to contact and interview all components of the criminal justice system and all agencies interfacing with it. A longer study might include first-hand, personal interviews with the directors of halfway houses and their staff, a more indepth study of additional related agencies, and more background on data regarding the criminal justice system.

This study is a compilation of information received and collected. Since this report deals only with halfway houses under the criminal justice system within the State of Colorado and since these Colorado programs are relatively new, there is unsufficient data regarding their varying rates of success.

This evaluation is designed to provide guidance and understanding for an individual charged with the responsibility of running a community-based

correctional facility. Included here are samples of existing halfway house facilities, suggested guidelines and standards, definitions, various workable techniques now being applied, sample forms used for receiving clients, and a bibliographical guide - all of which were gathered through a case and field study survey, with extensive historical research. The descriptive and developmental methods were also used to systematically investigate patterns and sequences of growth within the halfway house situation.

The bibliography and guide to literature is not all inclusive, nor is it limited primarily to the study of halfway houses, but is merely representative of what is available in the field. The historical development is somewhat limited, particularly with respect to halfway houses in the State of Colorado. However, as this study develops, the reader will discover that history is being made now.

V. FINDINGS OF RESEARCH

A. Halfway houses in the Criminal Justice System

The criminal justice system is fairly complicated, involving a series of layers of governmental agencies (city, county, state, and federal) and private agencies. The government agencies this report deals with are halfway houses, which are more frequently closely coordinated with and even a part of the correctional system. Also, by grants and contracts awarded to both public and private agencies, governmental funding bodies have fostered the phenomenal growth of halfway houses.[61] But halfway houses must have solid ties with all segments of the criminal justice system.

To reduce the confusion about the complicated conglomeration of processes and agencies, an individual working with a potential, charged, or ex-offender may find it easier if he knew where the halfway house fits into the total scheme. The first interplay refers to the potential offender being directed to a particular service, program or educational facility to prevent his entry into the formal criminal justice system. This person, obviously, has problems and the restrictive guidance of a halfway house is most helpful, even though he is not, in essence, an ex-offender.

If the above diversion is unsuccessful, the potential will most likely commit an offense and be brought into the system by "way of police contact through formal arrest and eventual filing of charges."[62] If the charges are dropped, the services available would be the same as the above diversionary tactics. If the charges are not dropped, pre-trial intervention may become available, that is, if the individual is eligible and willing. Again, halfway houses may be the option for individuals who are released on bail, recognizance or otherwise, and who either have no home

to go to or must be watched for other problematic areas, such as drug or alcohol abuse.

If halfway houses are truly to be a part of the criminal justice system and serve their clientele most effectively, then strong relationships must be developed with the other components - the police, prosecutors, defense attorneys (especially public defenders), judges, and community treatment center programs in the geographical area.[63] It is reputed that alleged offenders who are in the community (i.e., a halfway house) awaiting trial maintain family ties, have more of a chance of staying in the job market, and thus, have less recidivism than those condemned to await their trial date and eventual sentencing confined in an institution.

The third interplay comes about after formal adjudication or sentencing by a judge. The actual case processing would entail a variety of sentences rendered: probation, dismissal, not guilty, incarceration in a jail or a penitentiary, diversion to special services, fines, etc.[64] Halfway houses are sometimes used for probationers because they offer the needed security for unstable, convicted offenders who are not dangerous enough to be incarcerated. One factor commonly not known to the general layman is that only about one-third of all offenders are in institutions, while two-thirds are already under supervision in the community.[65]

An intermediate step between the pre-trial intervention and the post-trial indictment could be the diagnostic period between the conviction and the acutal sentencing. Halfway houses can be of benefit by granting a temporary place of shelter in order to allow the court time for a thorough pre-sentence investigation, and also they can assist in the actual diagnostic study by providing information based on personal observation.

The fourth interplay involves formal incarceration in a penitentiary, state hospital, reformatory, work camp, county jail, etc., with the end result being release on termination of sentence. This release would entail complete discharge, parole and/or release to a halfway house under specified conditions.[66] Approximately 95 percent of all offenders committed to penal institutions are eventually released[67] in some capacity; and halfway houses offer adequately trained personnel and other resources which are essential for the rehabilitative process. Physicians, dentists, psychiatrists, psychologists, social workers, para-professionals, including indigenous personnel, teachers, and vocational counselors are some of the personnel services available in metropolitan areas. Resources such as schools, diverse vocational training courses and employment opportunites, mental health centers, recreational facilities, and not least of all, family and friends, can also be found in metropolitan areas.[68] Halfway houses help the ex-offender identify and locate these needs.

The final step is the re-entry phase into the community. There is controversy about where the halfway house belongs in the organizational structure of the system because every entry is handled by a different branch of the government: the Department of Justice handles the Senate Bill 4 diversionary clients; the U.S. Bureau of Prisons handles all federal offenders, including juvenile delinquents; the Colorado Department of Corrections handles pre-releasees; and the Department of Parole & Community Services handles State probationers and parolees and interstate probationers.

Of far greater importance for halfway houses in the criminal justice system are the quality of the programs offered, the competence and integrity

of the center's staff, and the working relationships between the center and the correctional agencies that use the resources.[69] The successful conclusion, of course, would be the individual who becomes re-integrated into society and his community, and has no further involvement with the criminal justice system.[70]

B. Review of Programs

1. Adult Forensic Services

The Adult Forensic Services, an intensive mental health treatment program, is contained in a former motel unit near a bus line on Colorado Avenue approximately four miles from the center of Colorado Springs. The seven cabins located on the grounds house four residents each.

The program was created and implemented with LEAA funds in 1972 under the auspices of the Pikes Peak Familing Counseling and Mental Health Center. In 1974 the LEAA funding disappeared, leaving Adult Forensic Services totally dependent on reimburseable per diem contracts from the State and the Federal Bureau of Prisons. In addition, some local monies are received for outpatient services.

The clients are referred by the Federal Bureau of Prisons, the Divisions of Corrections, and from the Courts on probation; and the average length of stay is 120 days.

To assist in the clients' adjustment to a productive community life, there is a skillful staff comprised of the following:

--Unit Director (Elayne Gallagher, M.P.A.)

--Clinical Coordinator

--Residential Program Coordinator

--Mental Health Therapist

--Off Duty Counselors

--Two Supportive Staff

Since the residents do their own cooking, the staff assists them with the purchase of food.

The program has three phases, each requiring special services. First,

the residential component offers the necessary security and treatment while on the premises. Next, psychological evaluations are provided to the Court for Presentence Reports recommending sentencing alternatives for offenders. Last, the outpatient program serves offenders and their families in outpatient group and individual sessions.

Residential treatment is provided for approximately 60 persons per year. From 100 to 150 outpatients per year are treated; and about 200 psychological evaluations are sent to the Court. While in the program, clients are required to participate in mental health treatment, to abide by the rules, and to secure a job.

There is also an Adult Forensic Women's Services (located within Colorado Springs), to treat 160 female offenders during the first year. The clients are referred from various sources, for example:

Parole	11
Probation	5
Public Defender's Office	4
Social Services	2
Judge	1
Private Attorney	1
Adult Forensic Services	2
Former Client	1
Self	1

The objective of this new branch of the Adult Forensic Services is that 75% females will not re-offend during the program year.

2. Center for Creative Living

The Center for Creative Living, Inc., a member agency of the Mile High United Way, is a residential therapeutic community located at 1433-17th Street in Denver. The facility, housed in an old hotel, has the capacity for 36 men suffering from chemical abuse or addiction. In addition, the center provides rehabilitation services for males experiencing problems of psycho-social adjustment.

The Agency's founding directors established the Center in 1928 for the expressed purpose of serving the needs and promotiong the general welfare of indigent people in Denver. Thus, meals, shelter, clothing, and job placement assistance were provided without a fee to people seeking such aid. In 1974 a comprehensive evaluation of those people requesting assistance was conducted, and the results showed that 90 percent of the center's clients had alcohol and drug problems. Also, it was found that 15 percent were people recently discharged from a hospital or prison and were in need of temporary shelter until they made other living arrangements.

The Center of Creative Living, formerly known as The Men's Assistance Center, was founded as a private, tax-exempt charitable organization, non-sectarian and non-profit. Because of the 1974 study, the center is now a State-licensed facility authorized by the Colorado Division of Alcohol and Drug Abuse to conduct inpatient and outreach rehabilitative treatment programs. Furthermore, the center is presently rewriting its orientation program to include ex-offenders referred by the Department of Parole and Community Services.

The center has a 16-member Board of Trustees and a well-qualified staff, which consists of:

--Executive Director: Rev. Warren A. Risch, ACSW

--Administrative Assistant: Ms. Dolores Tellinghuisen, B.A.

--Clinical Coordinator: Monte Kreps

--Residential Staff Counselor: Ms. Marlene J. Weaver, B.S.

--Secretary-Bookkeeper

--Three Resident Managers:

--One for daytime counseling and supervision;

--Two for nightime and weekend supervision

--Five Counselors:

--Four graduate students;

--One trainee from Ft. Lyons V.A. Hospital

--Cook

--Two Consulting Psychologists

The agency's program design provides emergency lodging and related services for two days with provisions for a five-day extension dependent on personal circumstances. The residential treatment system is composed of 1) a resocialization program, lasting 30 to 90 days as needed, and 2) a halfway house program of more intensive therapy, lasting 90 days to ten months. Presently, there are 19 in residence. Outreach counseling services are also provided for those persons not requiring the residential program. At this time, the center does not have housing provisions for women; but outreach services are available to both men and women.

The services provided at the Center (besides fulfilling the initial objectives of furnishing food, lodging, etc.) involve various therapeutic techniques, including behavior modification and goal achievement, reality therapy, and AA meetings on the premises. The desired outcome of the re-

habilitation program is evident in a client (male or female) who possesses a realistic sense of appreciation and responsibility toward him/herself and others.

Today, the center conducts a program of community services designed to assist its clients in overcoming addiction problems, in becoming self-sufficient, and in leading lives with dignity, responsibility, and productivity.*

*See 1977 brochure for The Center for Creative Living

3. Denver Community Corrections Program

The Denver Community Corrections Program started in March, 1976, and is under the Department of Safety/County Sheriff's Department. It consists of three Phases: Phase I (on the grounds of the Denver County Jail); Phase II (Emerson House); and Phase III (out-client counseling after final disposition by the Court). Phase I is a screening step for evaluation, diagnosis, and referral prior to placing persons in Phase II (a halfway house). Transfers from Phase I to Phase II are made upon recommendations of the staff of the Community Corrections Program in accordance with the Probation Department and the Judge's approval.

The Community Corrections facility houses the Phase I clients on the grounds of the County Jail at 10500 Smith Road in Northeast Denver. A separate building, which was constructed by the inmates, has room for thirty men, plus a day-room, office and kitchen.

Designed as a Work-Educational Program, it was set up pursuant to C.R.S. (1973) 27-27-103(3), as amended and Senate Bill 4 (1976) as a sentencing alternative for Denver. Therefore, it is funded under the State Department of Justice on a $15.50 per diem contract, with a client contribution of $3 per day for the costs of room, board, and supervision.

The staff employed in Phase I, consists of:

--Captain (John Simonet), who, together with a college degree and attainment of seniority in the Sheriff's Department, is in charge of the facility program and management.

--Court Psychologists (Catherine Bennett) who, as a certified psychologist, is Director of Treatment Services.

--Administrative Assistant, who does the secretarial and clerical duties.

--Probation Counselor II, who, with a college degree, is responsible for job development.

--Five Deputy Sheriffs, who supervise the facility 24-hours a day, seven days a week, on a rotating basis. They must meet the qualifications set up by the Career Service for their job title.

--Part-time Cook. While sack lunches are prepared for those on work release, a lunch on the premises is prepared for those who need it.

Housekeeping is done by the inmates. Because of the location, the County Jail personnel purchases supplies and provides medical and infirmary treatment, security back-up and emergency help, when needed.

The Phase I section of the program is structured for non-violent offenders accused of or convicted of a felony or a class 1 misdemeanor. Persons on PR (personal recognizance) bond or awaiting disposition of cases are among those eligible, but basically Phase I is used for deferred judgements, deferred sentence dispositions, probation, reconsideration of sentence, during continuous periods and while revocations are pending. The District Court Judges refer all clients, and the average length of stay is from one week to four months, depending on individual need and the demands of the courts. Due to the resources (security, etc.) available on the County Jail grounds, Judges often feel that this is a more viable alternative to directly placing an offender in a residential halfway house or in the community under probation.

The features of the Phase I program include:

--Diagnostic evaluation and psychological testing and treatment (Catherine Bennett).

--Employment counseling, i.e., job skills and training and job place-

ment as available (Probation Counselor).

--Individual or small group counseling as needed.

--Educational counseling aimed at specific needs and volunteer help with GED.

--Financial responsibility, i.e., family support, restitution, etc.

Acceptance into the program usually implies that the client has a job and he desires to maintain it, or that he will be placed in a working position. All paychecks of residents are endorsed to the Denver Community Corrections Program for deposit and disbursement, which is applied against room, board and other approved expenses as agreed upon with the facility's staff. The balance of the resident's account is given to him by check upon discharge from the program.

To be successful in the program, the clients are asked to:

--Work hard and steadily on a job

--Be respectful of others in the unit

--Not take or use personal possessions of others without permission

--Obey the rules

--Be honest to yourself, the staff and others.

4. Emerson House

Emerson House of Denver Community Programs, Inc., was established May 1, 1975, by Sonny Emerson, his wife, Cherry Emerson, and Ronald Dennis. Originally, the facility was a three-story house with 18 beds; and in April, 1976, the program expanded to include the companion house at 1725 Marion with 16 beds. As of June, 1976, Emerson House moved the residents from both houses into a 150-room historical hotel near the center of the downtown Denver area.

With the larger facility, each client is offered his own room, plus a private bath with tub and shower. All rooms are provided with wall-to-wall carpeting, a bed (some twin and some double), a dresser, desk and chair. Approximately five of the rooms are air conditioned, and all have large windows. Additionally, Emerson House has a large TV lounge, several meeting rooms, and a recreational room. In addition, there is a heated outdoor swimming pool in the front plaza, which is open to clients and their guests. House gatherings are held in a spacious ballroom, which, complete with stage and dance floor, is also available for outside agencies to use for conferences and meetings.

Two meals a day (breakfast and dinner) are served family-style seven days a week, and clients prepare their lunches. Likewise, though linens are supplied, the clients must do their own laundry using the equipment available on the premises.

Emerson House's funding for its expansive facility has developed through various sources. Initially, all the staff worked volunteer (no pay), but on January 1, 1976, a LEAA Grant for $58,000 provided the necessary catalyst to further launch the project. Shortly after, Emerson

House received a State Grant of $3,222 through the Division of Corrections, which was a buy-in to match $3,226 from the director. The federal monies went towards the rent and salaries; other monies (including client subsistence fees) went into a private fund which covered food, utilities, telephones, office supplies, etc.

In the first six months of grants, the staff and client count increased, the move was being contemplated to the larger residence, and two other contracts for per diem services were obtained - one from the State Department of Justice (Residential Services Contract MBF1001 - G/L ACT50487 CE610025), and the other from the Federal Bureau of Prisons (Residential Services Contract J279C-000-8EU-M8). The amounts received on these contracts are $27.15 per client per day from the federal government and $15.50 per client per day from the state as required under Senate Bill 4. Under the same act, the state mandates that the client contribute $5.50, if employed.

Presently, the facility houses approximately 60 clients. There are 16 juvenile delinquents under the jurisdiction of the Federal Bureau of Prisons, and the remaining number of clients are referred equally by the federal and state systems. The juvenile unit, operated on a three-level incentive program, is kept separate from the adult offenders.

Some of the adult offenders are community referrals and others are on probation or parole. Clients may be transferred from any federal prison west of Mississippi. The referring agencies are consulted during the initial phase of the client's stay in the program, and a comprehensive information paper for general clientele is sent to these agencies once a month.

The clients are expected to obey all federal, state and local laws and to comply with the rules of the program. These rules basically require that the client let Emerson House know at all times where he is; that he abstain from the use of drugs and alcohol; that he treat other clients as he would wish to be treated; that he cooperate with and treat the staff with respect; and that he progress towards his own personal programmed goals.

The staff, who is dedicated to assisting the clients towards the successful re-integration into the community, is as follows:

--Executive Director: Sonny Emerson, who has a B.A. magna cum laude, Phi Beta Kappa, from the University of Colorado in Criminal Psychology. He is also an ex-offender who has been granted a full pardon from the Governor of Colorado in 1974.

--Director of Community Corrections: Cherry Emerson.

--Program Coordinator: Thomas Berry, who has a B.A. in Psychology from the University of Colorado at Boulder. He also has experience in corrections with the Denver Community Program Centers (DCPC).

--Sixteen counselors: (eight for the adult clients and eight for the juvenile sector.)

--Case Manager of the Juvenile Department: Richard Ochiuzzo.

--Two Coordinators for the Juvenile Department.

--Remedial Education Instructor for juveniles only; adult clients receive educational instruction by community referrals.

--Psychologist: Don Mason.

--Clerical employee

--Cook

All counselors log daily chores, record on a chronological sheet every contact with or about a client (noting positives as well as negatives), take three routine urine checks a week from ex-drug offenders, dispense medication (monitor antabuse), make referrals to Malcolm X or Gilpin House for mental health problems and to Denver General Hospital for medical and dental problems. Also, they, when applicable, aid in job placement. The whole staff intermittently drives the Emerson House bus used for transportation to schools, jobs, social activities, etc.

Community resources are used as much as possible to prepare the client for being on his own in the community. Variable programming is designed to be commensurate with each client's individual needs. The program planned for the ex-offender upon intake, includes the use of modular units intended to meet personal goals. The services offered at Emerson House on an as-needed basis are:

--Psychological Services (in-house and referral)

--Alcohol Counseling (in-house and referral)

--Drug Counseling (in-house and referral)

--Remedial Basic Education

--GED Preparation

--College Entrance Assistance

--Temporary Financial Assistance

--Group Counseling

--Individual Counseling

--Vocational Counseling

--Employment Counseling

--Veterans Counseling

--Interview Training

--Job Referral

--Vocational Training Entrance Assistance

--Urine Screening

--Antabuse Monitoring

--Survival Skills

--Medical Services (referral basis)

All of these services are geared towards making the client's transition into the community as smooth and easy as possible. However, since Emerson House emphasizes being self-supporting and paying his own way once the client is out of the program, the overall program stresses education and employment - basic ingredients for financial independence.*

*See Emerson House's January, 1977, program pamphlet.

5. Empathy House

Empathy House, located half a block from the campus of the University of Colorado, is a former sorority house in a high density residential section of Boulder. The program, which started in 1972, has been in its present facility for approximately two and one-half years. Prior to that, it was in another building, again close to the University of Colorado campus.

The four-story building can accommodate 42 individuals (32 men and ten women). The program accepts probation, parole, pre-sentence, diversion and pre-release candidates for the minimum stay of 60 days. There is no maximum length of time for a client, although by program design, 120 days can be used as the utmost limit.

Empathy House derives its income by billing for services. The program makes contractual agreements with several agencies/funding sources to bill third parties for the fees payable. Currently, the contracts are with the Federal Bureau of Prisons, the Colorado Department of Institutions, the Colorado Department of Corrections, the Colorado Department of Social Services, the Boulder City/County Health Department, the Boulder County Corrections, and provides agreements with Blue Cross/Blue Shield and several of the larger insurance carriers. Empathy House has never received a grant, and less than three percent of the budget is from revenues derived from Boulder County Community Corrections under the systems approach.

Clients are expected to contribute $6 if referred under the state contract; if they are private referrals, the provider agreements provide for total payment.

The program has a staff of 14.5 FTE (full-time employees), consisting of:

--Executive Director: Tim Mahoney

--Director: John Parker

--Alcoholic Counselor

--Two Counselors

--Part-time Counselor: Margaret Morefield

--Secretary

--Part-time Bookkeeper

--Two Night Managers: Mark Greenhagen and Michael Clegg

--Cook

--Kitchen Helper

--Housekeeper

--Maintenance Man

--Van Driver

The services offered for adult offenders on a residential and a non-residential basis, provide for the customary care with empahsis on counseling, drug and alcohol treatment, and job placement.

6. Fort Logan Community Corrections Center

Since September, 1975, the Fort Logan Community Corrections Center has existed on the grounds of Fort Logan Mental Health Institution in southwest Denver. The facility is in an old refurbished two-story house and provides two dayrooms with TV, a laundry room, and a pool room for its 26 inmates (16 men and ten women).

The center is an educational facility (authorized under the Sentencing Act of 1967), which has been financed by a yearly 50 percent LEAA grant with a 50 percent State grant. This government money is applied towards staff salaries only; the inmates are required to contribute $3.10 per day subsistence fee to cover the house expenses. Clients, who work part or full-time, contribute the mandatory household stipend from their paychecks, and the others, who are in school, pay from an educational grant.

The program has provided for 118 participants since its inception, out of which 46 have been paroled. Initially, residents were allowed to stay the length of time required for their individual adjustment to living in the community (one female has been an inmate at Fort Logan for 2½ years - since the program began). Now, inmates must be eligible for parole in four months.

The staff involved in preparing the clients for parole consist of the following:

--The Director: Bruce Doyle

--Two Professional Specialists

--Five Correctional Officers:

--Chris Halpin, presently taking courses at the University of Colorado in drug and alcohol abuse.

--Brenda Traylor, who satisfactorily completed Crisis Intervention Training, and is attending Metropolitan State College majoring in human services.

--Andre Silvola

--Roy Fraser

--Position Not Filled

--Two Counselors

--Secretary

There is no cook on the premises since all meals can be purchased at the Fort Logan Institution for $1.20.

All customary services are provided on the premises. When necessary, outside agencies are called upon to furnish further rehabilitative aids. Clients with psychological problems are referred to treatment at the Fort Logan Institution; and Employ-Ex is used for job referrals.

This program offers the security of an institution with th advantages of a community-based center - all for the betterment of the ex-offender and, in turn, of the community at large.

7. Community Responsibility Center, Inc. (CRC)

The Jefferson County Community Responsibility Center, located at 1651 Kendall Street in Lakewood, is conveniently located in a neighborhood with both residences and small retail stores. The facility is a part of a large, unused hospital, which is shared with the Jefferson County Detoxification Center and the Jefferson Social Services for the Elderly. After spending three months renovating parts of the building, CRC began its operations in January, 1978.

In August, 1977, LEAA granted 90 percent funding by the State Council on Criminal Justice with a 10 percent match by the Judiciary Department, for a total of $130,000, which ends October 1, 1978. In addition to these allotments, CRC received a $60,000 one-year CETA grant. After October, all funding will be changed to the State Department of Justice on a per diem basis. Clients likewise contribute $5 per day for room and board for each day they are gainfully employed.

The facility was planned to accommodate 20 clients. Presently, seven are in residency and seven are in the referral process. Since CRC accepts only convicted, non-violent felons referred by the courts as a direct alternative to incarceration, the maximum length of stay for residents is 12 months. There is no provision for parolees needing a transition program from the institution to the community; therefore, the mandatory halfway house residency of 90 to 120 days does not apply.

The staff currently employed to supervise, provide the services, and help fill the needs of CRC's clients are:

--The Director: Jack Armstrong

--Counseling Supervisor

--Two Counselors

--Two Nightmen for Security

--Job Developer

--Community Resources' Person

--Bookkeeper

--Cook

--Maintenance Man

The underlying policy emphasized in hiring personnel is experience in counseling and criminal justice which is considered more important than a formal education.

The services offered to help these non-violent, felony offenders work out their problems (social medical, vocational or otherwise) consist of the following:

--Individual counseling

--Reality-based group counseling

--Job placement

--Referrals to mental health and drug specialists

--Aid in GED preparation and overcoming learning disabilities

--Restitution

--Support of dependents by clients

--Client savings program

--Goal planning

As a new facility, the services are being developed as volunteers become more available.

8. Adams Community Corrections Program (ACCP)

The LOFT House (Local Offender Treatment House) is a community corrections program located at 7660 North Washington Street in Thornton, close to the Denver/Adams County line. The building, originally a detoxification center, has twelve bedrooms, six bathrooms, five offices, a lounge, an enclosed dining room, and a kitchen. It became a halfway house for ex-offenders on February 1, 1977, and although the capacity is for 29 clients (27 males and two females), the facility averages 25 clients per day. The vacancy is due to inadequate female placement in the program.

Loft House was originally funded by LEAA ($76,312) with a 10 percent match from the state ($8,479) for one year. As of December 31, 1977, Loft House became an independent, non-profit corporation, and a grant extension was requested to September, 1978. As the top program being funded under Senate Bill 4, the Department of Justice through the 17th Judicial District pays $15.50 per client per day for many of the residents. Clients are asked to contribute $5 per day subsistence fee based on their ability to pay, but the average received is $3 per day. LEAA and Senate Bill 4 monies were funded to serve Adams County ex-offenders statutorily eligible for community placement in a minimum security setting.

Under the above funding agencies, the clients can be referred from several sources:

--Pre-trial, made by the District Attorney, Public Defender, or a private attorney in conjunction with the Court, based on pre-trial investigation. Deferred prosecution and P.R. Bond would be the main type of placement.

--Direct sentencing, where the Court adjudicates the offender client

for placement for a minimum of 90 days and a maximum of one year (flexible).

--Re-sentencing, where an adjudicated offender can be returned from Buena Vista or Canon City after diagnostic workup at the Institution. Re-sentencing in these cases would be direct sentencing or Loft House as a condition of probation.

--Department of Institutions or the Federal Bureau of Prisons, who refer clients to the community re-entry program.

A Review Committee, appointed at the program's inception, is composed of representatives from each of the following agencies: Probation, Law Enforcement, Mental Health, Social Services, Manpower, Community College, Metropolitan State College, Washington House, and ADWEC (Adams Development, Work, & Educational Corporation). They make recommendations regarding client program plans and monitor the decisions of the Loft House staff to insure that policies for acceptance are being followed. The placement criteria to be considered are:

--Minimum age of 18, male or female

--Must be a non-violent crime as specified in Senate Bill 4, Section 1, Article 27, 27-27-102 (if a Senate Bill 4 client)

--Must be an Adams County resident involved with the Adams County Court or Adams County Probation (if a Senate Bill 4 client), or a referral from the Department of Institutions or the Bureau of Prisons.

--Per discretion of the Judge, who feels that a community corrections program would be more beneficial to the offender than probation or imprisonment.

The general breakdown of referrals during a three-month period may appear thus:

Probation Department	7
Public Defender	28
District Attorney	3
Judge	2
Psychologist	1
Screening & Diagnostic Unit	1
Total	42

Of these 42 referrals, 29 may be accepted. The final decision of placement or rejection is made by the staff based on the recommendations of the District Attorney, Public Defender, Probation Department, and any other agency that may have input. The Executive Committee of the Advisory Board has full authority in cases of complaint or special cases of unsolvable dispute.

Within Loft House itself, the staff maintains a 24-hour program which consists of two elements - security and therapy. Security is primary and comprises supervision, contractual agreement with the client, and threat of remedial court action or return to the institution. The essence of therapy is reality therapy and behavior modification with weekly group and individual counseling sessions emphasizing the development of self-sufficiency, self-responsibility, and restitution.

Those employed to provide the above objectives consist of:

--The Director: Penny Collins, who has the ultimate responsibility for the overall program. Ms. Collins has a M.A. degree.

--The Assistant Director, who is responsible for public relations and personnel supervision, and also officiates over the staff scheduling and training. A Bachelor's degree is required for this.

--Two counselors, both with B.A. degrees, who carry a case management

of 14 clients each, including individual and group counseling.

--Line staff, responsible for security purposes, monitoring of clients, and general order of the facility. An A.A. degree or experience is required for this post.

--Office Manager, who handles all clerical responsibilities. CETA qualifications for clerical work are required.

--Job Developer, who monitors the client's employment, job development and transportation. This is also a CETA position.

--Van Driver, who is responsible for transportation in early mornings.

--Cook, who prepares sack lunches and the evening meal.

(The van driver and the cook both work a split shift totaling seven hours a day.)

--Maintenance Man from CETA, who is responsible for the general upkeep of the building and minor construction as needed. (Last November, 1977, a qualified client was given a two-month grant for major construction, i.e., renovating and painting the house.)

Staff training, under the Assistant Director, is intensive. Loft House requires approximately 16 hours of classroom participation, concluding with a written exam, in preparation for the entry level of active duty. Next, there are 16 hours of training on the job, involving at least two shifts working with an experienced staff member. These last 16 hours are applied towards the minimum 64 hours of ongoing inservice training required. This training is geared towards implementing the program's techniques of confronting problems, money management, and development of rapport with each other, staff, employers and families.

In order to meet the above goals, Loft House provides all of the fol-

lowing services either inhouse or on a community referral basis:

--Supervision

--Counseling (educational/vocational/personal/group/peer)

--Job placement and monitoring

--Job training (on the job training and vocational training)

--Work release

--Vocational rehabilitation

--G.E.D.

--Outreach (development of a positive climate in family situations conducive to the client's successful program participation)

--Program evaluation and methods of adjustment

--Support system training

--Restitution

--Medical

--Alcoholism counseling (antabuse monitoring)

--Follow up

The main problem is lack of adequate funding for the above services. The normal expenses for one month usually run along the following lines:

$ 6,000	Staff payroll
1,130	Groceries
100	Staff fringes
50	Professional fees
930	Contract wages
340	House maintenance and improvements
25	Postage
590	Telephone
1,270	Lease
300	Office supplies
190	Household supplies
75	Miscellaneous
670	Drug screens
$ 11,670 Total	

Salaries are the biggest expenditure to ensure adequate professional personnel, as suggested by McCartt & Mongogna in the "Guidelines and Standards for Halfway Houses and Community Treatment Centers."

Also, another problem exists because community corrections is a new concept in Adams County. Each agency (District Attorney, Public Defender, Judge, Probation Department, etc.) seems to interpret the program differently, and each wants to use it to meet its particular needs - which may or may not be tantamount to the needs of the client. Much public relations work is being done in the area to educate the people in the area.*

*See ACCP program print-out

9. Pueblo Area Work Release Center

The Pueblo Area Work Release Center was instituted in October of 1974 as a satellite of the Pueblo County Jail. The facility, located near downtown close to public transportation and most social service departments, is a renovated two-story house which can accommodate up to twenty releasees. At this time, the building has no lock-up arrangements. To appease community and judicial security predilections, the Center is situated directly across from the County Jail and the Judicial Building.

As an appendage of the County Jail, the Pueblo Area Work Release Center is solely funded by Pueblo County. The total cost per man is $13 per day; $9 is channeled through the judicial system and $4 per working day is charged to each releasee. The $4 subsistence fee per working day is put directly into the County General Fund and is a condition of the Work Release Center, with the exception of all non-working days and all educational releasees.

Probationers and releasees are sentenced to the program from the District and County Courts for any period of time up to two years. At this time, the center has no contracts with the State to handle any preparolees or inmates from the Colorado State Penitentiary.

The staff of the Work Release Center consists of the following:

--Director: Ed Gomez, who is responsible for the overall administration of the program and investigative duties.

--Office Manager, who is responsible for the budgetary duties and clerical work.

--Community Liaison Officer, who is responsible for job development for the releasees. He acts as a liaison between agencies and clients.

--Four Agents, who are responsible for individual shift duties and supervision of the releasees.

--Three counselors, who are funded through the Pueblo Manpower Administration.

The full-time help are all deputies of the Pueblo County Sheriff's Department, with the exception of the Office Manager; and all employees must fill out standard sheriff's department employment applications.

The entire staff aids and insures all dictates of the courts: antabuse treatment, psychological care, counseling, etc. The program has open channels with job service agencies in Pueblo, and the personnel works with these and other sources in finding and maintaining employment or schooling for the releasees. They also work with the families and other persons closely involved with the clients, 1) to strengthen family ties; 2) to assist in his adjustment in and with society; and 3) to deter him from further offensive contact with the Judicial System at present and in the future.

Contrary to popular belief, the staff at the Pueblo Area Work Release Center has found that strict, controlled supervision does not always apply. The concept of Work and Education Release is to help - in the best way possible - guarantee the stabilization and continuing behavior of each releasee that is acceptable to society's standards. The Work Release Center's success depends upon the closest creation of a free society that can be achieved, and that is achieved by stressing integration, not alienation.

10. Walden Community Treatment Center

The Walden Community Treatment Center (CTC), located at 265 South Yuma Street, was established by the Southwest Denver Community Mental Health Services, Inc., as a small residential corrections program in May, 1973. The program was an outgrowth of the Outpatient Drug Treatment Program for which the Center had contracted with the Bureau of Prisons under the NARA II Act, which is still in effect.

In 1975, Senate Bill 55 funds were made available; the CTC developed a Noval contract with the State of Colorado Department of Corrections, which enabled the Center to take referrals from the State Penitentiary and State Reformatory. Both the State and Federal contracts are based on a per diem rate of reimbursement, while the Outpatient Drug Program is still exclusively on a fee-for-services basis with the Federal Bureau of Prisons. Because of this method of reimbursement, the monthly budget varies considerably. Therefore, the CTC Program is totally dependent on the referral rate for its survival. However, the Southwest Walden CTC reserves the right to refuse any referred clients if they are not seen as appropriate for the program. In general, inmates with severe medical problems, severe psychological problems (psychotic, etc.), or high violence potential are not accepted as they are not seen as appropriate community placements.

The residential facility is an eight-unit apartment building, housing 26 clients when full for a maximum length of stay of 120 days. CTC is supervised 24 hours a day and provides a structured environment for those individuals who are re-entering the community and are in need of close supervision.

The CTC staff is composed of:

--Director: Andrea Griffith

--Administrative Assistant: Carmela Hendrix, who has a B.A. degree and is also a Clinician II.

--Clinician III: Richard Bell, who has a M.A. degree in guidance and counseling.

--Clinician III: Woody Haas, who has a high school degree and experience with drug abusers and ex-offenders.

--Two evening counselors for security and supervision.

--Job Developer: Not yet filled.

There is no cook because the apartment units have individual cooking facilities, and clients prepare their own meals.

The program provides several services, such as:

--Individual Counseling. Emphasis in these one-to-one contacts is placed on emotional adjustment to the community, problem solving, and personal responsibility. More extensive psychotherapy is done in conjunction with the Adult Psychiatric Division of the Southwest Denver Community Mental Health Services.

--Group Counseling. These optional groups are run on a weekly basis and utilize peer pressure and group dynamics to facilitate community adjustment. The need and value for a particular individual is determined by the counselor and the client.

--Family Counseling and Social Systems Intervention. Social systems therapy involves the individual's family, relatives, employer, or other significant persons in the treatment process because it is crucial to recognize the direct impact that others have on his behavior. This direct social systems involvement helps to strengthen the ties and support within

the community.

--Vocational/Educational/Guidance and Job Development. Since many clients do not have marketable skills or sufficient education to secure gainful employment, the newly created position of Job Developer will help clients to develop long-term, stable employment through increased rapport with employers. Also, the Job Developer will pay increased attention to the client's job training, educational needs, and skill development. Furthermore, he will train clients in work activities and relationships which prove to be therapeutic.

--Inpatient Detoxification. Non-medical detoxification is monitored through CTC, depending on the seriousness of the withdrawal. Medical detoxification is available through Denver General Hospital and Mt. Airy Psychiatric Hospital.

--Alcohol Treatment Services. CTC offers intensive alcohol treatment services, including group and individual sessions, monitored antabuse, and non-medical detoxification, as part of the Substance Abuse and Corrections Division of Southwest Denver Community Mental Health Services, Inc. CTC also provides outpatient services for those individuals who may require further alcohol treatment once they have been terminated from the residential facility.

--Urinalysis Testing. Periodic urine screens are required for clients with drug problems. Specimens are tested for amphetamines, morphine (including all opiate derivatives), methodone, and barbiturates.

--Southwest Denver Community Mental Health Resources. As part of the above agency, CTC has access to psychiatric evaluation, psychological testing, and medical evaluations.

The outpatient services provide after-care and drug treatment services to those clients who are residing in the community and who are having community adjustment problems. Since the transition from the structured environment of an institution or CTC to the unstructured and independent community environment is often critical in the rehabilitation process, outpatient services are geared to help in this transition period. The outpatient program is also geared to helping the diversion client who has not been incarcerated, but who is having problems in the community.

The treatment emphasis of the program is on the individual and his social systems. The goal is to help the individual to establish a healthy and supportive environment in the community. In other words, the goal of the Walden Community Treatment Program is to release previously non-productive citizens back into society with an increased chance of remaining productive citizens through various treatment processes.*

*See "Walden Community Treatment Program, A Division of Southwest Denver Community Mental Health Services, Inc." description pamphlet.

11. Williams Street Center

The Williams Street Community Treatment Center is a community-based, coeducational residential program, designed to assist both residents and non-residents in building and maintaining worthwhile community ties. All of the services provided for the residential clients are available to the out-clients, with the exception of housing.

The center first started operating in February, 1977, at 1768 Williams Street in central Denver. The facility originally consisted of several apartments, which housed two to five clients each (total capacity 30). Recently, due to a fire, all clients were moved to two other facilities: one located at 1760 Gaylord Street (capacity of 30 clients), and the other located at 3431 East 14th Avenue (capacity of 15 clients). For convenience, the men are temporarily segregated from the women - the male clients occupy the larger facility and the females occupy the smaller house. The facility at 1768 Williams Street is now under renovation, and the residential program will become coeducational again when all the clients move back by the middle of April, 1978.

The facility, when completely renovated, will be comprised of several fully equipped units accomodating the needs of three to four clients, with a television room-lounge combination, a dining area, and the administrative office.

All clients, categorized as parole, inmate, pretrial and court referrals, come to the center through the following agencies: the State Department of Corrections, the Parole Department, the courts and pretrial services.

The funding for this program is provided by the Judicial Department

under Senate Bill 4 and the Colorado Department of Corrections. Each department contributes $15.50 per day per client, and all clients who have an income are required to pay $3.00 per day as subsistence fee.

The Center offers 24-hour supervision, and, at present, consists of the following personnel:

--The Executive Director: William Acree, who oversees all functions of the facility and the administration.

--The Assistant Executive Director, who helps in the duties of the Executive Director.

--The Director: Vince Quintana, who is responsible for all counselors and the overall running of the facility.

--The Assistant Director, who assists the Director.

--The Administrative Assistant, who is primarily responsible for keeping up with all the paperwork required by the Judicial Department and the Department of Corrections, and who also assists the Executive Director and the Director in all administrative capacities.

--Six counselors, who provide guidance for each client in both the residential and non-residential programs. They are assigned a case-load consisting of approximately eight clients each.

--The Cook, who is responsible for providing nutritious meals every day.

The professional employees have experience and training in the fields of community corrections, drug therapeutic communities, and alcoholic programs. Their experience in these fields ranges from five to ten years of working successfully with these client groups. The effort of the entire Williams Street Center staff is directed towards assisting the client in any way possible to assure that the client's community re-entry is success-